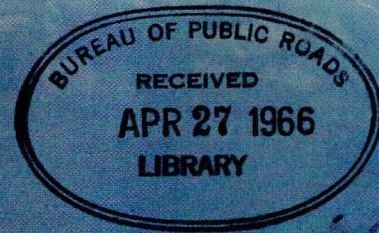


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1965

People and Land

The problems of right of way
for Missouri's highways

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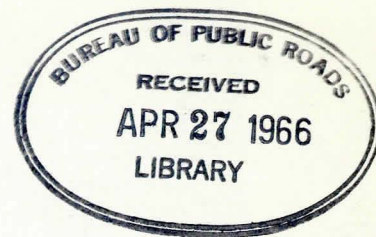
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THIS is the start toward determining where the new highway will go. It's a reconnaissance map—a map with the lines showing the alternate locations for the new route. After thorough field reconnaissance engineers recommend a route, the Federal Highway Commission approves it as a tentative route. After public hearings are held, if requested, the Commission approves it with any changes deemed necessary. The new highway is on its way toward actual construction.

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1965

Missouri, Highway Commission,
"

✓ Annual report, 1965.



MOST of us like new highways just fine—until one comes through our property. Then we usually can see several good reasons why it shouldn't be built. Or at least why it should be built somewhere else—one someone else's land.

This is a natural, human reaction. And it besets this business of buying right of way for highways from the start. And it also points up the fact that right of way acquisition involves basic human emotions and confrontation on a personal level between the seller and the buyer.

In right of way acquisition the seller, reluctant or otherwise, usually is an individual. And the buyer, at that moment and to that individual, is "The Highway Department," an otherwise non-human, vague, big governmental agency.

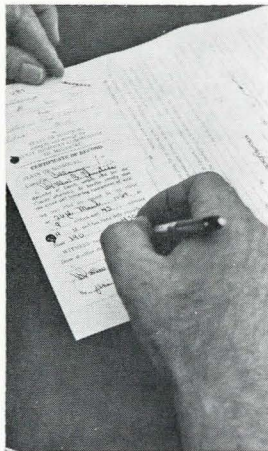
And the owner often may not realize that, as a highway user and taxpayer, he is paying himself. Of course, so many other taxpayers contribute to the "kitty" that the individual often is hard put to see any direct connection. But to the right of way man the connection is very real and he is always conscious of it.

Coloring the whole process, too, are our traditional ties of a man to his property, the heritage of a country built by people on their land.

This is the problem of highway right of way—the problem of people and land that follows

where
a highway
goes

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The How of right of way

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Many people work at this endless job of right of way but the policies and procedures are important, too



Home is still The Hill

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Carl Sciuto's plant lay in the path of new Interstate Route 44 in St. Louis but he stayed to add to the New Look



The historic land

page 13

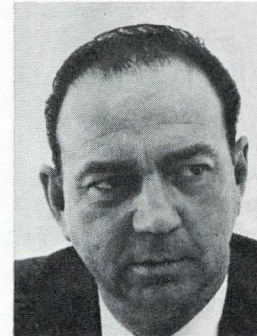
From the Boone's Lick Road to new Interstate Route 70, the Graham farm has made way for a nation a-moving



Where it fits

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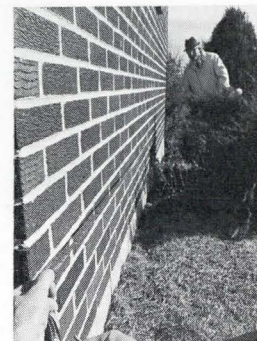
Acquiring right of way is a way station along a long road that leads to the construction of a new highway



He isn't afraid to go back

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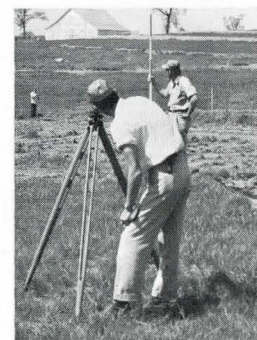
Don Rohrbach believes the job of a negotiator is one of selling—not buying. And he works at it



What's it worth?

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Facts, just the facts. That's what appraisers search for when they estimate property value



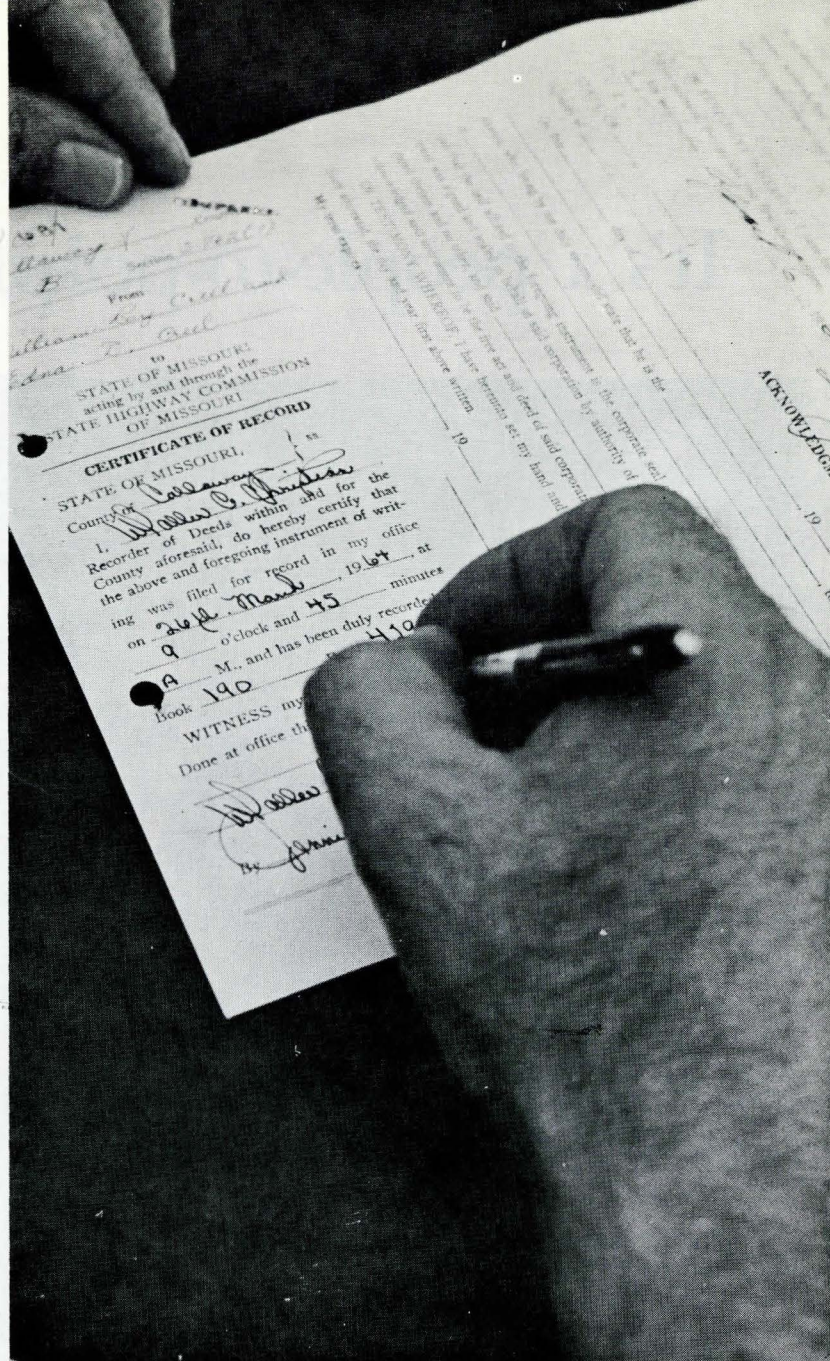
Questions and Answers

page 41

Here are some frank replies to some of the most-asked queries about right of way problems

*A case history shows
procedures and policies—
and the built-in protection
for the individual and public*

The how of right of way



A DEED IS RECORDED and the Highway Department's Right of Way people have completed another part of their never-ending job—the orderly acquisition of land for highways at a fair price.

HOW is right of way acquired for a highway?

Let's look at a typical case history. It's a people-to-people picture, overlaid on a background of procedures and policies that form a system of built-in protection for the individual property owner and the public.

Several years before construction is to start, the Right of Way Division receives first notification from the Surveys and Plans Division that a project is to be built. This is early in the planning stages and only the general location of the project has been determined.

continued

It's a people-to-people problem with

Title searches are made, mainly by private title companies on a fee basis, to establish ownership of land in the project area and to get a description of the property. This information is forwarded to the Surveys and Plans Division, which prepares design plans for the construction.

The Right of Way Division then is out of the picture until right of way plans for the project are approved. Now, the many steps of actually acquiring the necessary property are started. These steps consume between one and two years, depending on whether the project is in a rural or urban area.

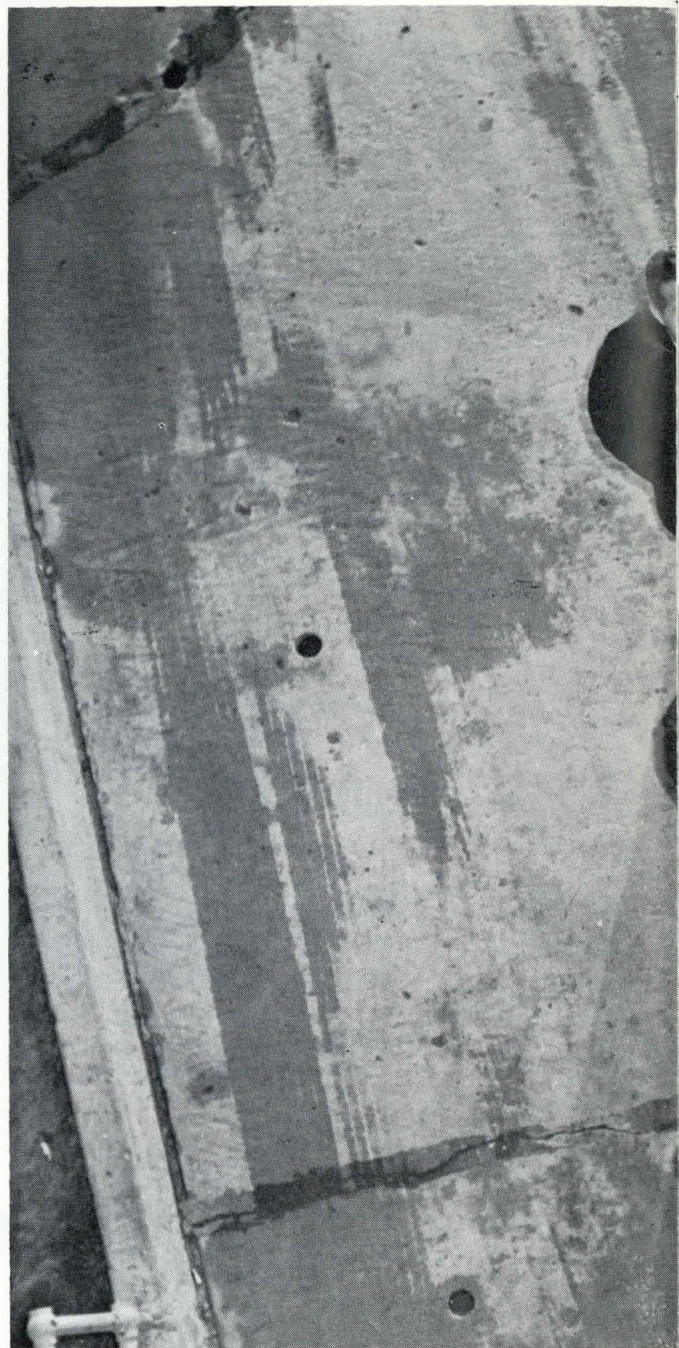
Complete information is assembled about each piece of property—its description, its ownership, mortgages and liens against it and any sales during the previous five years. Information on sales provides protection against any speculators who may be attempting to capitalize on sale of the land to the state.

Next come appraisals of each individual property. The Department does not have a large enough staff to do all its own appraising—the work load is not sufficiently uniform during the year to make it economically feasible to staff for peak periods. So the Department does its own appraising in rural areas, but hires professional appraisers for the job in urban areas.

These outside people are paid on a fee basis. Two appraisers inspect each piece of property, sometimes making several visits. Where specialized advice is needed—such as in the case of industrial plants or mining property—experts in those fields are hired to work with the two regular appraisers.

Appraisers work independently of one another, arrive at separate values for the property and file reports with the state highway district within which they are working. The district appraiser reviews the reports and makes a personal inspection of the property involved.

Then the Department's district appraiser forwards the two appraisals, along with his recommendations, to the Main Office in Jefferson City for consideration by another highly qualified and thoroughly trained appraiser. The Main Office reviewer may make personal inspections of the prop-



Fair Price the goal

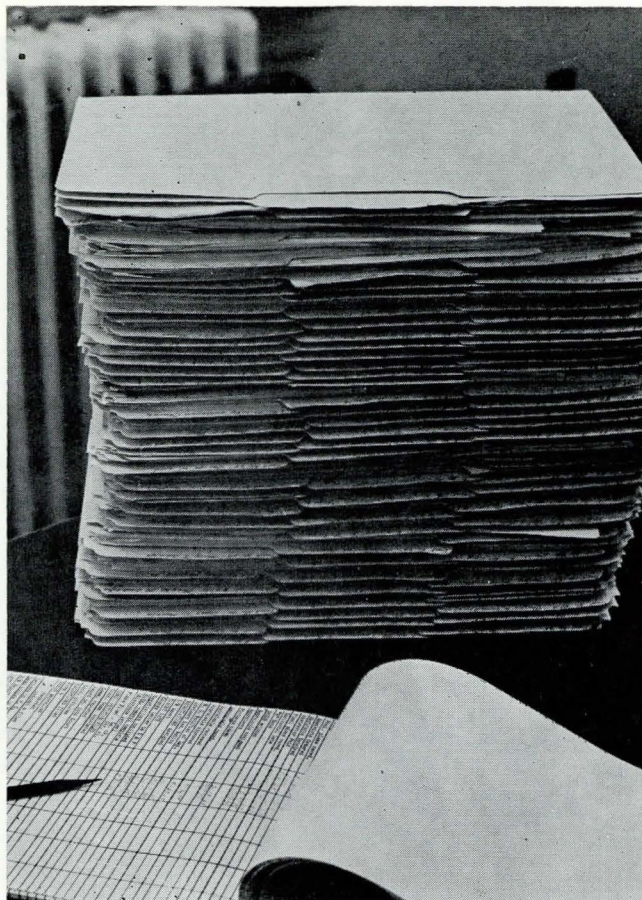


ACQUIRING RIGHT OF WAY for Missouri's highways requires the skills of many people, like these at the Department's District 4 office at Kansas City. They are appraisers and negotiators, description

writers and relocation assistance agents, right of way agents and clerks, typists and secretaries, stenographers and draftsmen. And it takes all of them for this vital part of highway building.

continued

Final authority rests with American courts



THE FILE on acquisition of one parcel of land shows the voluminous amounts of information and study which go into Department efforts to set a fair value.

The negotiator offers the price the state believes is a fair one, and attempts to answer any further questions. Several negotiation sessions may be required before agreement finally is reached. If the two parties agree, then arrangements are made to process the agreement through normal channels, and payment later is made to the property owner after a final title check is made.

If a negotiated settlement cannot be reached, then the state must exercise its power of eminent domain and files condemnation proceedings against the property owner in Circuit Court. The court appoints three disinterested freeholders in the county in which the property is located to act as commissioners.

The commissioners inspect the property and, after deliberating among themselves, set what they believe to be just compensation for the taking. This figure is filed with the court. The State Highway Department pays that amount into the court and, under the law, can proceed to take possession of the property so the highway construction project can go ahead.

Should either the property owner or the State Highway Department—or both—consider the award by the commissioners to be unfair, then exceptions to the award can be filed with the court. This sets in motion the machinery for a court trial.

Barring an out of court settlement before the case is called for trial, a jury is impaneled and the case is heard in Circuit Court. The jury generally does not inspect the property in question. It hears evidence presented by both sides and, on the basis of that evidence, sets a figure to be paid by the state for the property.

The price set by the jury is the final decision on the amount the state must pay for the property, unless there has been an error in the trial. Should such an error occur, the case then can be appealed to the Appellate Court, the State Supreme Court and even on up to the United States Supreme Court.

These right of way procedures, coupled with the American system of jurisprudence, afford maximum protection to the interests of both the individual property owner and the public, as represented by the State Highway Department.

erty if there is anything that is not clear to him or with which he disagrees.

On the basis of all this information, the Main Office sets a negotiating price for the property which is believed to represent **FAIR MARKET VALUE** of the property being taken, plus any damage to the remainder due to the highway project.

Now a Department right of way negotiator enters the picture. He carries with him a set of plans showing the owner where the highway will be located, explains all details of the project and advises him that the remainder of his land may undergo a change in use with construction of the road. For example, what is then a 40-acre field used for growing corn may in two or three years become the site of a traffic interchange. And it may become extremely valuable as commercial property.



Home is still The Hill

*Interstate Route 44 forced
Carl Sciuto to move his plant;
The big question was Where?*

FROM a small start in 1936 Carl Sciuto built Stile-Craft into a precision-product company of complicated machines and skilled people, a company that must move. And he had to decide where.

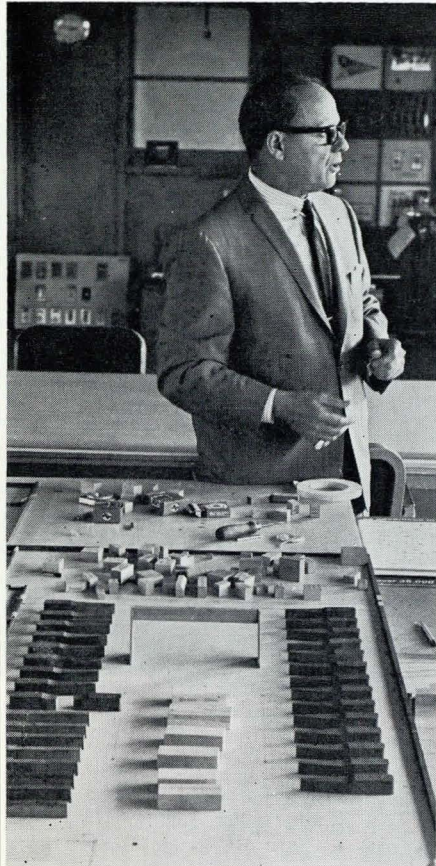
EVEN sitting behind his desk, Carl Sciuto seems on the move. He talks quickly, surely. His dark eyes hammer home his words. And when someone else talks, those eyes bore deeply into the person as Sciuto concentrates on the words with his whole body.

Sciuto is a businessman, a Horatio Alger-ish businessman with an Italian flavor. Specifically, he's president of the Stile-Craft Manu-

They built the business by sweat and making the right decisions

too, was certain. After years of study and planning and public hearings, the line for the highway had been set. And on this day Carl Sciuto would decide how Stile-Craft would make way for the highway's coming.

Sciuto, a child of The Hill, was born and raised here; the Hill and its people were both a problem and



TO make the move quickly, avoiding production down-time, a mock layout for placing machines was made to scale.

SAM CAPUTA mulls over the job of moving one of the thirty big automatic screw machines that had to be relocated.

facturers, Inc. at 1825 Macklind Avenue in St. Louis.

Stile-Craft is a landmark on St. Louis' famous Dago Hill. Carl, with his brothers, built it from a home basement venetian blind operation into a multi-million dollar plant. They built it, as Sam Caputa, an old friend and employee, said, "by being willing to sweat and by making the right decisions."

On a spring day in 1962 Carl Sciuto faced a right of way decision. In a few years—through his plant, through this panelled office where he sat behind his desk—some 50,000 cars and trucks would be streaming each day.

The coming of these thousands of vehicles and of Interstate Route 44, the highway to carry them, was certain. Stile-Craft must move. That,

part of an answer in making his decision.

The Hill is a 50-square-block area on St. Louis' south side. Here live some 14,000 people, mostly Italians. Many of the older people came from Italy and settled here in the early 1900s when earlier German inhabitants were moving on south.

Today these people—and their families and their families' families

—still live here, often in the same house or next door or down the street. And here they carry on the Old World traditions that mark The Hill.

Some of them do leave here—like baseball's funnyman, Joe Garagiola, and the most unlikely Yankee of them all, Yogi Berra. Others stay

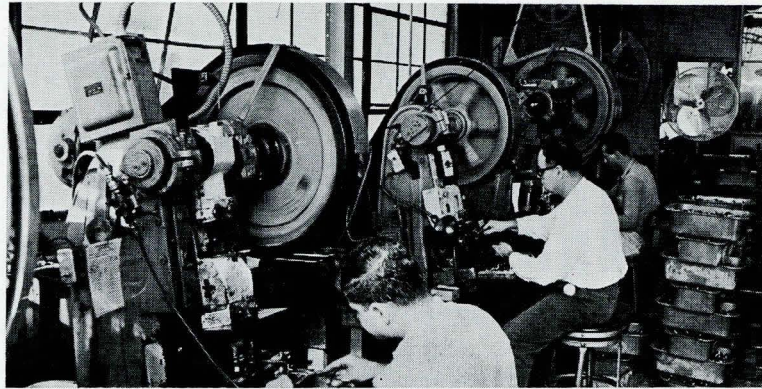
brother Joe, started what was to become Stile-Craft in the basement of his parents home at 2015 Edwards Street. Aluminum Blind Company, they called it.

"His assets were simple," said Caputa, who grew up on The Hill with the Sciutos. "He had—and still has—an amazing skill with ma-

into a bigger plant, this one a 7,000 square-foot building at 2215 Macklind Avenue. Finally, in 1944, they built the present plant at 1825 Macklind.

Four times they moved, but never more than three blocks away from the basement at home where they started.

TYPICAL of Stile-Craft employees is Mary Cardani, a veteran of 22 years with Sciuto.



SOME 530 pieces of heavy equipment had to be moved, along with the set-ups in the packing room.



and become equally famous—like Henry Ruggeri, whose famous restaurant is a gourmet's mecca. But home is always The Hill.

Sciuto's parents came here in 1905 from Italy with two of Carl's older brothers. And at old Shaw School over on Shaw Avenue, a good Berra throw from the Stile-Craft plant, Carl went to school as a kid.

In 1936 Carl, along with his

chines, a quick mind and he was willing to sweat."

Within about a year Carl and Joe had sweated themselves out of basement space. They moved the "company" over on 5350 Bischoff Avenue into a friend's garage.

They sold the blinds taking door-to-door orders—then went back and made them.

They made and sold themselves

Along the way the company added employees until today there are about 180 of them. Most of them are people from The Hill—people like Lena Tosto, 22 years with Stile-Craft; Angela Villani, 27 years; Mary Cardani, 20 years; Henry Radaelli, 24 years; and Frank Tringali, 28 years.

Most of them grew up on The Hill, many of them walk home for

continued

'We had to avoid as much down-time as possible'



lunch—and back—in a half-hour. Most of them learned their skills at Stile-Craft and they feed and clothe their families on the money that these skills earn.

That's why The Hill and its people were part of Carl Sciuto's problem, a problem along the right of way for Interstate Route 44.

In his brisk, get-it-done manner, he had made his decision that day in '62. Before the Highway Department representatives—Myer Ableman, then Urban area engineer, and Harold Ash, Urban area negotiator, arrived at the plant, Sciuto jotted down a figure on a piece of paper and laid it face down on his desk.

"Now," he said to Caputa, "we'll see how close we come together."

In five words he had wrapped up the gist of right of way buying.

Ableman and Ash made the De-

partment offer. Sciuto turned over this piece of paper. His figure was higher by \$37,000.

"That was close for that large an amount," Caputa said later. "There was no arguing. Carl's not the type. He agreed to the offer. He figured the Department believed the offer to be fair and he was already working on the next problem."

That next problem was Where to go?

"We needed more space, anyway," said Sciuto. "In fact, we had been planning an expansion of the plant when we found out that the highway was coming through. So we decided to stay here and build a new plant on the remainder of our property."

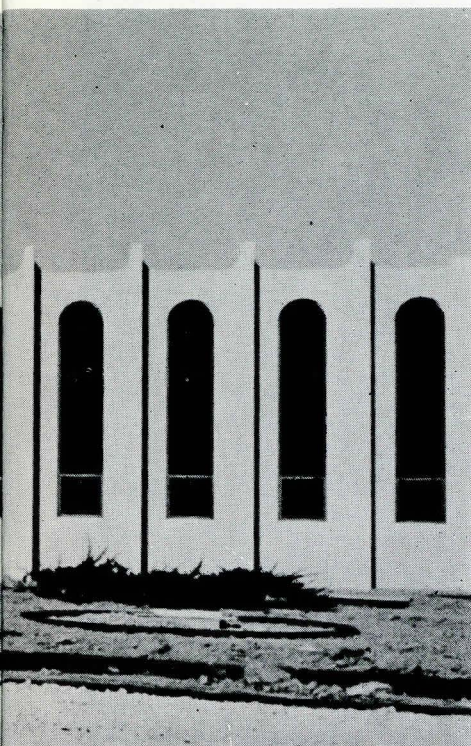
The company owned about 23 acres, probably the largest piece of open land in St. Louis. With 10

BY early 1966 Stile-Craft was running at full speed out of this modern plant, about 750 feet from the old one.

acres taken for I-44 right of way, 13 acres were left for the new building site. The new highway would cut off Stile-Craft's entrance on Macklind Avenue so the new plant had to be located where it would have access to another street. There was no access, of course, to I-44 and, yet, Stile-Craft's operations depended on highways and streets because all shipments in and out of the plant are by truck.

Early in 1965 work on the new plant started, on a site about 750 feet northwest of the old one.

"Interstate 44 will swing right through here," said Sciuto. He was standing on a flat, graveled lot in front of the modernistic new plant



that looked as if it might have been lifted intact from Rome. It was almost ready for occupancy.

Inside the plant, cavernous without the machines in place, he pointed out where each one would go.

"We had only 54,000 square feet of space over there in the old building," he said. "This one has 87,000 square feet. So you can see that we needed to expand."

Now the big problem left was the moving.

"We had to plan it to avoid as much down-time as possible," explained Sciuto. "We can't afford to have a machine not producing when we have a job for it."

He pointed over in a far corner of the big plant. There a machine with a maze of Rube Goldberg-like attachments, tended by two opera-

tors, was boring honeycombs into a long piece of extruded aluminum.

"That's a new job we just got," said Sciuto, "and we had to get it going so we set it up over here because we had no place in the old plant."

In two days of explaining his products and the operations of his machines in minute detail, this was the first product whose use he didn't know.

"It's a secret," he said. "Has something to do with some cereal product. That's all we know. But we'll make it."

Back over in the old plant, still busy with the clang and whirr of production, Sciuto stopped at a bin that caught the disgorged products of a giant automatic screw machine. It was a round, hollowed out piece of chrome, still bright under its coat of oil left during the machine's work on it. It was threaded at both ends and dotted with neatly-bored holes.

Over the roar of the machine, Sciuto explained. "We're coupling people. You want to join two pieces together, we'll do it.

"YOU see, this is a coupling," he said. "This one happens to be a water connection for an automatic washing machine."

He grabbed another piece and fitted the two together, then took them apart. "Now, watch," he said, as intrigued as if this was the first time he'd seen it work. "You push this piece in and it's locked. You can't pull it apart. Push again and it's open. Same motion, two operations. That's what we aim for—simple, efficient connections that can be made with one hand."

In the office, with the plant noise shut out, he went on, "We got out of the venetian blind business when women started getting their fill of

the never-ending dusting and cleaning because when women don't like your product, you're dead."

During World War II Stile-Craft hummed day and night, turning out fuse caps and firing pins and other precision pieces for weapons and munitions. "You'd never win a war without screw machines," said Sciuto proudly.

NOW those screw machines, thirty of them, grinding out precision-made pieces for peacetime uses, posed one of his big problems.

"You can imagine moving them—and everything else—from here over to the new plant," he said.

The listener couldn't. But Sam Caputa helped.

"We have 530 pieces of heavy equipment," he said. "That's everything that's motorized, from drill presses that weigh about 500 pounds up to those big screw machines that weigh 30,000 pounds.

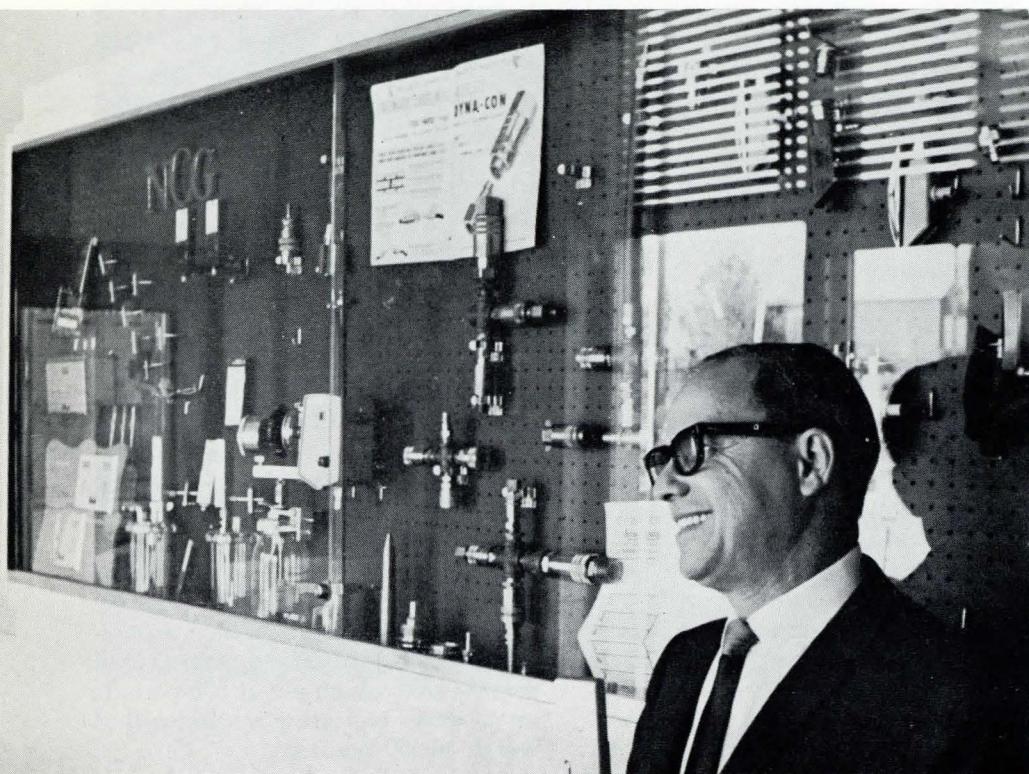
"And it isn't just the moving, although that's enough," he grinned. "Many pieces require delicate balancing that can be nerve-racking and time-consuming."

He mentioned a few of them—the induction heater that cold solders metal by electronics with as much voltage as Radio Station KSD in St. Louis; the comparator, a highly precisioned instrument for measuring the close tolerances required in Stile-Craft's extensive line of hospital supply products and many others; the light meter machine that measures tolerances to one millionth of an inch by shadows.

By year's end the way for Interstate Route 44 through this section of The Hill had been cleared. Big trucks and cranes had uprooted, one by one as they finished jobs, the giant screw machines in the old building and planted them in their

continued

Stile-Craft stayed to join I-44 as a part of The Hill's new look



WITH Sciuto's decision to stay in St. Louis, Stile-Craft's products will continue to be made on The Hill by the people of The Hill.

new surroundings. And many of them were methodically and steadily spewing out bright chrome pieces.

There had been the expected problems—like bad weather, lost tooling, late hookup of electrical wiring, and sickness. And some unexpected ones, too—like breakdown of moving equipment.

The acquisition of right of way along the 14-mile urban stretch of Interstate Route 44 (from Interstate Route 244 in St. Louis county to

Interstate Route 55 in the city) brought problems to many other property owners in its wake. Well aware of these problems, the Department and its people helped the property owners to solve them as much as possible.

For others besides Carl Sciuto and Stile-Craft, the coming of Interstate Route 44 meant the relocation of businesses. For still others it meant uprooting their homes, homes like those on The Hill, rich in family ties.

Not typical because each individual met it in his own way, Carl Sciuto's way was typically Sciuto-direct, businesslike, supported by facts and figures and seasoned with concern for people for whom he felt a responsibility.

He and Sam Caputa had furnished the Department with mountains of cost figures, down to the amount and cost of the miles of electrical wiring and water lines in the plant. These figures had been invaluable to the Department in making its appraisal.

WHILE study and appraisal of the plant was going on, Sciuto was being wooed by industry seekers from Tennessee and Arkansas, including such names as Winthrop Rockefeller. With an eye on Stile-Craft's annual payroll, these interests dangled all of the lures that areas use today to attract industry—favorable tax rates, "free" plants and other inducements.

So the problem of Stile-Craft right of way had been compounded on a broad scale. The Department, usually building new highways which attract industry, was working on one which threatened to cause an existing industry to leave the state.

"They made it tempting," said Sciuto. "But we're diehards. We like St. Louis and we like Missouri. And we like our people here."

So Stile-Craft stayed. It stayed to stand as a reminder that right of way problems can be solved by men of honest intent.

And it stayed to join with the new Interstate highway as part of the new look on The Hill, a new look that will serve not only the people of The Hill but all Missourians and travelers on our highways.



THE old and the new—a weathered rail fence and Interstate Route 70—mark the land of the Grahams.

THE HISTORIC LAND

It lay in the path
of a nation a-moving
and roads to carry it

FROM the rambling white frame house on the hill Mrs. Frances Darnell can look out over the Loutre River bottoms and rolling hills where her ancestors have harvested a living from the land for 150 years.

She also can look out upon a stretch of new Interstate Route 70, its twin, divided lanes of concrete spanning the val-

continued

Mud postponed the ceremony dedicating



THE fourth generation of Grahams to live in this 137-year-old house, Mrs. Frances Darnell came back home after 26 years in Kentucky with her husband. Her firm, but polite, refusal to be photographed emphasized this land rather than the people who lived on it.



the Boone's Lick marker

ley like two giant, flattened U's. Those twin U's, looping from west to east—along with the river flowing generally north to south—cut this family land roughly in quarters.

This is land of the Graham family, well-known in Mineola, Montgomery County and Missouri history. Up on the far hill west of the big house is Boss Graham Roadside Park, named after Alexander "Boss" Graham, Missouri's second state highway engineer. And north of the house, across the highway, is Graham's Cave State Park, where University of Missouri archaeologists in 1949 unearthed one of their most significant finds, skeletons of a family burial dating back some 9,700 years.

Mrs. Darnell is a cousin of "Boss" Graham and the fourth generation of Grahams to live in this old house. Or, as she puts it, "Seven generations (counting my great-grandchildren) have sat in front of this fireplace."

And, with an amazing memory, she traces the family lineage from its Missouri beginnings, and she recalls events, big and small, up and down the spreading limbs of the family tree.

"Great-grandfather Robert Graham came up here from Kentucky in 1816," she recalls. "The original land covered 423 acres that originally was part of a Spanish land grant. He bought it from Daniel Morgan Boone.

"HE built a log cabin near a spring below the big rock there between the two lanes of Interstate 70," she went on. "Then in 1829 he had this house built."

The weather boarding, as well as inside woodwork like the wallboards

and the big, heavy "cross and open Bible" doors, was made of walnut. All of it was put together with wooden pegs. And all of the walnut lumber came from timber cut on the farm.

Over the years Robert Graham and his sons and his sons' sons added to the original holdings until today they total 1230 acres. Or rather they did until 1963 when the Department had to buy 43.2 acres for those twin U's of Interstate 70.

Robert Graham couldn't have foreseen it when he built his cabin below the big rock, but he had settled smack dab in the middle of the natural route of expansion across Missouri, from St. Louis west to Kansas.

HUB of the settlement was the mineral spring at Loutre Lick, later Mineola. The old Boone's Lick Trail passed between the spring and the Van Bibber tavern. And in 1821, at a Fourth of July celebration, Senator Thomas Benton in his speech called Loutre Lick "the Bethesda of the West."

Loutre Lick Spring also was spoken about in Congress in 1824 by Henry Clay, Daniel Webster and John Calhoun. And Washington Irving visited there in 1832.

Between Graham Rock and the Loutre River the westbound lanes of Interstate Route 70 now carry traffic through famous old picnic and camping grounds.

"The first Old Settlers' picnic in Montgomery County was held in this sugar maple and oak grove around the rock," recalled Mrs. Darnell. "In the Gay Nineties this was the mecca of recreation for the entire area. The elite outing was to drive with horse and buggy over the Boone's Lick Road to Graham's

Rock for the day—or for a week of camping, fishing, boating and hiking in the historic area."

But old Boone's Lick Trail wasn't enough of a road to be bothered with. So Great-grandfather Graham built his house up on the hill and raised his family without much thought of roads as railroads came on strong and road development faded through most of the 19th century.

But when the noisy horseless carriage, especially that T model stamped "Ford", clattered onto the scene out of Detroit things started to change. And the Graham land lay, like a rabbit nest in a deer run, in the path that change was to follow.

"The first road that I remember through the land," recalls Mrs. Darnell, "was the Old Trails Road. It was the central route picked from three locations pushed by cities along north, south and central lines across the state. It was selected in 1911 by the State Board of Agriculture (under which the first highway engineer operated) after a long, hot hearing in Jefferson City.

"The road (just dirt) ran through Mineola and the Daughters of the American Revolution planned to dedicate the Boone's Lick Road marker there in the fall of 1913. I came home from the University of Missouri to make a little talk at the ceremony but it rained and the roads were so muddy that the highway engineer (Curtis Hill) couldn't get there. So the ceremony was postponed until the following week."

SHE laughed as she recalled her father's reaction to right of way problems then.

"The road came through one of father's best cornfields and I re-

continued

'New' U.S. Route 40 brought many benefits along with it

member his being upset about it. He liked his land laid out in squares and I remember he used to say, 'They're cutting my field in pie wedges.'

"And a neighbor over on the hill would chime in with him and add, 'That's not so bad, Benny, They're cutting me up in shoe strings.'"

IN 1927 the road was paved as Missourians started lifting themselves out of the mud. Then in 1953 the highway was relocated. U.S. Route 40 it was called by then, and it slashed through Graham land north of the old road, just under the hill below the house.

By this time Mrs. Darnell was back on the old home place after 26 years in Kentucky with her husband, Ward, who had built some highways of his own there as a partner in a road construction company.

Although the new highway cut through the middle of the land, it brought many benefits with it. Not being limited access, it gave the Graham house and barn and silo, the farm "headquarters", a direct entrance to a cross-country highway along with several field entrances. And a cattle pass under the highway provided easy access to all fields.

It served, too, as a fast, direct link between Mrs. Darnell, living on the east hill of the valley, and her daughter and son-in-law in their new home on the west hill about a mile away. And with two-way travel on the highway there was no problem in the back-and-forth driving necessary with the son-in-law handling the day-by-day operations.

"The right of way agent who came

to the house in '52 was as nice as could be," said Mrs. Darnell. "And we had no problems—until the contractor started excavating near the house."

Some of the blasts, she explained, shook the old house, knocking plaster off the walls, breaking windows and damaging its slate shingle roof. And, with an eye on its ancient timbers and family memories, she understandably took a dim view of this.

She remembered that experience, too, in May, 1963 when two men from the District 5 right of way department went to see her about buying right of way for the proposed new Interstate Route 70 across her land.

"That was one thing I certainly wanted to avoid," she said, as she discussed the third highway taking through the family land.

There were other problems, too, that the coming of Interstate would bring. And she wanted them considered. To understand them better, let's take a look over the land now from Mrs. Darnell's front yard.

That's the new Interstate 70, of course, coming out from the hill below us and running on across the Loutre River to the hill over to the west. Old U.S. Route 40 was where the eastbound lane of the new highway is now.

JUST below the hill, out of sight to our left, was the entrance to Route 40 and alongside it is a cattle underpass.

Over there on the hill to the west, on the north side of the highway, is where Mrs. Darnell's daughter and

***F**ROM the yard, the eastbound lanes of Interstate Route 70 disappear under the hill. Mrs. Darnell's daughter and son-in-law live on the west hill (left background) where the west-bound lanes drop from view.*



son-in-law, Mr. and Mrs. Wilbur Harris, live. That's about a mile away. Or it was on the old highway.

Now Harris's trips—from two to six a day, depending on the season—cover about 14 miles. From his home he drives west on that outer roadway to where Route N crosses over the Interstate. Then he winds east on Route N to the now-paved Old Trails Road to Mineola. There he turns back north on a back-door road that leads to the barnlot behind us and around the hill to the old house. The mile road, included in the Department's settlement with Mrs. Darnell, cost her \$3500 to build.

And somewhere over there behind Harris's house he must build a new road down to the bottomlands because the new right of way line cuts off his old access down the hill



there in front. From here you can't see them but other field entrances from Old 40 into the bottomland fields have been closed. And the cattle underpass out of sight under the hill here, of course, is closed now.

"The location for the Interstate through here was a logical one," Mrs. Darnell said. "But I wanted five main things when we started talking.

"One was some provision at the Loutre bridge to help break the washouts that the river causes when it floods.

"The second was a cattle pass because, with 150 head of cattle (purebred Angus, she added with a smile), moving them to various pastures would be a problem without it.

"The third thing was an outer roadway. That would have avoided the roundabout way we have to go

now to go back and forth.

"The fourth thing was a road from Wilbur's house down to the bottoms.

"The fifth was a rock blanket under the bridges so we could move our machinery from field to field."

The layout of the land and possible answers to problems that the highway would bring had been studied over and over again by many people in the Department. The situation was so unusual that P. G. Parrish, then District 5 engineer, made three trips there along with right of way personnel to look it over.

"To them all of the considerations they asked for seemed reasonable," Parrish said later. "But because of the stringent regulations for the Interstate system we had to say No in each case."

Despite these No's, Mrs. Darnell accepted the Department's offer for 43 acres and damages.

Did her highway background—her husband's work in the road construction industry and her relationship with "Boss" Graham—make her accept the Department offer more readily?

"No," she laughed and her eyes twinkled. "If anything, it made me sassier because I knew what I was doing.

"Seriously," she went on, "Department people took much time and went out of their way to deal fairly with us and they considered everything we asked. But what we asked was just contrary to regulations that they had to abide by."

Now, she says, she's become accustomed to "going out the back way" and other inconveniences.

continued

It seemed fitting that Interstate 70 should cross here

"Like one night," she said, "when a fuse blew out. Before I probably would have called Wilbur to come down and put one in. But that was silly now that it's so far for him. So I told the old dog, 'Rex, come on, we've got a job to do' and we went out on the porch and I put it in myself."

The new highway affects her social life, too. Active in many organizations and much-traveled, she often would have visitors who "just stopped in" on their way by.

"Now," she said, "if they see the house they sometimes don't want to take the trouble to drive around here or else have trouble finding the way."

She laughed heartily as she remembered the plight of some Wells-ville friends who promised to visit her.

"They said they knew the way," she said. "And they finally did make it—after they went all the way to Williamsburg and back."

LOVE of this land with its family memories is deep within Mrs. Darnell.

"I learned it," she said, "from grandfather, or Pa, as we called him. He was tall and thin with a long white beard and I tagged after him everywhere he went. I especially liked going with him over to the cave where he kept the hogs. Along the way he'd stop and point out leaves and wildflowers and trees and shrubs; he never was too hurried to answer my constant 'What's that, Pa?'"

A LONE sheep browses along the new road through the property south from Mineola. Interstate 70 runs behind the house to the north.

No "fair market value" could cover this love of land. And Mrs. Darnell did not expect it to.

She stood there, old Rex by her side, in the door of the roomy, old house. She waved with a neighborly, "Come back."

Somehow, despite all the inconveniences which new Interstate

Route 70 brought, it seemed fitting that the new highway, the latest in a nation's historical march across the country, should cross this ancient family land.

And somehow it seemed fitting that this woman should be looking over this latest step in that march, a step that she helped make.



THE DIVISIONS REPORT

The Year in Review

ACCOUNTING

A new accounting system entitled Concurrent Audit and Billing was implemented during the year.

Under this system, the federal government will reimburse the Department for all work that is in place at the end of the month. This enables us to receive payment as much as three years prior to the time required under the old system.

We have also taken over from the federal government the audit of invoices covering the payment for relocation of utilities and railroads.

Approximately 210,000 checks in the amount of \$236,000,000 were issued during the year covering salaries, payments to contractors, operating expenses of the Department and fund transfers for tax collection expenses.

(See page 29 for a detailed picture of receipts and disbursements.)

Rights of way costs are not included in the above figure.

The breakdown of the awards made by the Commission are as follows:

About \$47 Million for the Interstate system.

About \$20 Million for the Major system.

About \$11 Million for the Supplementary system.

About \$26 Million for 100 percent state-financed projects.

About \$2 Million for non-contractual costs.

About 154 miles of the Interstate system in Missouri were completed this year. Missouri now has 564 miles of its Interstate system in operation.

There are 81 miles now under construction and an additional 152 miles of dual facility in use but not up to full Interstate standards.

Interstate Route 70 is now complete across the state. Interstate Route 44 is also complete; however, there are portions of this route that are not up to full Interstate standards.

Included in the completed Interstate projects this year has been work in St. Louis and Kansas City and in the vicinity of Independence, Odessa, Kingdom City, Mineola, O'Fallon, Scott City, Sikeston, Mount Vernon, Halltown and Cameron.

Major system work has been active in the vicinity of Shelbyville, Ilasco, Clinton, Cockrell, Sedalia, Jefferson City, St. Louis, Westview, Selmore, Lebanon, Willow Springs, Ellington, Kennett, East Prairie and Doniphan.

Here is a resume of projects under construction that have not been completed.

ACTIVE PROJECTS AS OF DECEMBER 31, 1965 CONTRACTED IN

System	1963	1964	1965
Interstate	4	24	38
Major	2	13	15
Supplemental	0	14	42
100% State Financed	0	15	76
Subtotals	6	66	171
TOTAL ACTIVE PROJECTS=243			

BRIDGES

During the year designs were completed by the Division of Bridges and contracts let in the regular manner for 250 new structures. Of this number 148 were for the Major system routes and 102 were for the Supplementary (farm to market) routes.

The total length of all new structures contracted for during 1965 amounted to 51,647 feet at a cost of \$23,986,718. Of these amounts, 13,885 feet, costing \$4,368,143, were for the Supplementary routes.

Twenty designs were also prepared for repairing, widening, or extending existing structures by contract at a cost of \$720,322. Their total length was 2182 feet.

CONSTRUCTION

The dollar value of construction awards for this year is lower than recent years due to the delay in availability of federal funds. Awards this year totaled \$106 million. This includes engineering and noncontractual costs.

EQUIPMENT AND PROCUREMENT

During the year 101 units of rental equipment were purchased outright and 734 units

continued

YEAR

IN REVIEW continued

were replaced through trades.

At the close of 1965 the Division was maintaining 5,777 units made up of passenger cars, pickups, trucks, carryalls, tractors, tractor mowers, motorgraders, and various miscellaneous units.

It required 7,393,350 gallons of gasoline, 677,550 gallons of kerosene, and 1,630,950 gallons of diesel fuel to operate the fleet. In addition, 147,510 gallons of lubricating oil, 19,635 gallons of hydraulic oil, 57,950 pounds of multi-purpose gear oil, and 64,620 pounds of lithium grease were used.

Tires and tubes costing \$275,090.44, tire chains costing \$10,824.27, anti-freeze in the amount of \$18,381.60 and shop equipment, parts and supplies totaling \$1,882,862.37 were contracted for during the year.

The quantities of materials used in the maintenance of our highways and bridges are listed below:

Various types of Asphalt	60,417,730	Gallons
Gravel	1,312,292	Cubic Yards
Stone and Chat	1,577,784	Tons
Paint	431,825	Gallons
Reflectorizing Spheres	2,678,100	Pounds
Sodium Chloride		
(Winter 1964-65)	25,299	Tons
Calcium Chloride		
(Winter 1964-65)	1,800	Tons
Treated Sign Posts	49,775	Each
Steel Sign Posts	7,976	Each
Grader and Maintainer Blades	2,074,375	Pounds
Agricultural Seed	86,225	Pounds
Mower Parts	\$104,015.98	

Our Headquarters sign shop produced 113,920 signs and markers of various shapes and sizes costing \$1,306,339.85 during the year.

It was necessary to purchase 58,900 signs costing \$280,519.05 complete and ready for mounting from outside suppliers due to our not being able to secure sign blanks in the quantities desired.

HIGHWAY PLANNING

During the year personnel in this Division:

Completed vehicle classifications and interviews necessary for the St. Louis Transportation Study.

Began analysis of travel data for the Kirksville Area Transportation Study.

Prepared and published a report entitled "Major Street and Highway Plan, Moberly, Missouri".

Prepared a draft of the technical volume of the Moberly Area Transportation concerning detailed data on inventory, analysis and

projections of population, employment, land use, travel patterns, cost estimates and priorities.

Continued work on the Sikeston Area Transportation Study.

Made more than 7,500 traffic counts to determine traffic volume.

Operated 105 permanent traffic counters to determine traffic trends.

Made "roughometer surveys" on 235 miles of new or resurfaced pavement and on 78 new bridges.

Prepared and published origin and destination traffic studies for Gainesville, Mountain Grove, Lutesville, Fortescue, Flat River, West Plains, Sedalia, Carl Junction, Cabool, Orchard Farm and the area between Montier and Ellsinore.

Prepared and distributed the 1965 traffic map of Missouri.

Prepared and distributed a compilation entitled "Missouri Traffic Information—1964".

In cooperation with Midwest Research Institute of Kansas City completed a study designed to produce a mathematical model for forecasting travel patterns on a state-wide basis.

Carried out a study to determine operational problems on the Sixth Street Expressway in Kansas City and prepared suggested remedial measures in cooperation with the Division of Maintenance and Traffic.

Developed procedures for estimating axle loads on Satellite Road Test sections.

Produced a report on the number of vehicle miles driven on county roads, by surface type.

Developed mathematical models for estimating truck trips in Kansas City.

Prepared projections of truck registration by counties.

In cooperation with other divisions and agencies sponsored research into control and eradication of Johnson grass, reinforced concrete behavior under load, deterioration of concrete bridge floors, composite bridge stringers, beneficiation of coarse aggregates, flood magnitude and frequency in Missouri, and the effects of climate and soil conditions and traffic loadings on the life of various types of pavement sections.

Prepared the report "Status of the Highway System" by type and construction cost as of December 31, 1965.

Prepared data concerning the 1,596,000 auto-

continued on page 25

WHERE IT FITS

*Highway right of way acquisition with its human problems
is a way station on a long road sweeping to progress*



TO most people, this marks the first milestone of a highway project. It's the opening of bids. But behind this are years of detailed work—planning, surveying, designing, and right of way acquisition.

IN the process of building highways, acquiring right of way is a way station along a long road; it's a cog on a wheel, endlessly turning; it's a main spring in a watch, ticking away always to the next hour; it's a drama of people played against a backdrop of the sweep of progress.

To the general public, this sweep is marked by three major milestones—the public opening of bids for a project, the sights and sounds of big equipment as construction gets underway, and that first ride on the smooth, new highway.

But let's look closer at the human problems that mark right of way acquisition, problems considered against these milestones of a highway.

continued

'The pendulum has swung the

DAILY, in each of the Department's ten districts over Missouri, trained and experienced employees grapple with the problems of right of way acquisition. Here, in brief comments, they spotlight some of the most common and most important problems.

"THE RIGHT OF WAY agent sometimes finds it difficult to maintain an enthusiastic, positive attitude toward the ultimate goal of the Department when many of his contacts are with people who have basically negative attitudes."

"THE OWNER usually is accustomed to selling land in regular shaped tracts. And in many instances he has many hard years of labor and much sentimental value in property and in certain improvements."

"PEOPLE EITHER have a preconceived idea of what 'market value' is (and that idea prejudiced upon the highest possible comparable sale) or they have no idea and are afraid to entrust this all-important valuation to someone else."

"ENGINEERING DESIGN, being primarily concerned with the inanimate, is not flexible enough in many cases to meet the individual's human need."

"THERE ALWAYS are a few people whose attitude is to get all they can while the getting is good. We are dispensing public funds and they intend to get all they can."

"THE CONCEPT of 'compensable damage' is difficult to explain to the property owner so that he will understand what we can legally pay for."

"THE COMMUNITY spirit of cooperation once existing in 95 percent of the rural areas is definitely on the wane. One prominent judge remarked, 'When everyone was in the mud and wanted out, there was cooperation. Now they're out and the degree of highway improvement is relatively unimportant to them. The pendulum has swung the other way and will be a long time centering.'"

"RECENT LIBERAL attitudes of commissioners and juries have created situations where undue profits have been realized without regard to 'just compensation' merely because a public agency is paying the bill."



other way . . .'



AT MILESTONE TWO, sound joins sight as men and machines swarm over the land, fitting the pieces forged by many people into the big picture of a new highway.

continued

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The answers are not easy



MILESTONE THREE is the finale, with the new highway spreading wide and gently curving. But the never-ending cycle of right of way already is swinging to many other milestones on other highways.

"MANY REASONABLE and public-spirited citizens continue to accept fair offers but if the present liberal attitudes of commissioners and juries continue unchecked these people, too, will be reluctant to negotiate outside the courts."

"SEVERE SEVERANCE takings along the Interstate system create difficulties for some owners. For instance, one might have to travel several miles from his house to his barn."

"A RELUCTANT and unwilling property owner places the burden of tactful negotiation on the right of way agent who must at all times carry with him some spare humility."

These are some of the problems. Their answers are not easy. But the search for them must continue to make right of way acquisition fit efficiently and economically into the whole picture of highway building.

YEAR

IN REVIEW

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mobiles and 380,000 trucks and busses registered in Missouri.

Collected data concerning the amount spent by counties, cities, special road districts and townships for roads, streets and highways.

Prepared data concerning motor fuel taxation in Missouri.

Prepared and published the report, "Boonville Economic Study 1958-1963".

Prepared the 1965 Right of Way and Construction Program.

Prepared one million copies of official highway map for 1965.

Made a field inventory of all roads, streets and highways in 25 counties.

Drafted and revised 23 county maps.

Drafted and revised 31 city and urban vicinity maps.

Prepared report showing the physical and traffic characteristics on the existing traveled-way for the Interstate System.

Made an analysis of the effect of the Interstate system on traffic accidents.

Made and published the 1965 Rural Service Rating manual covering bridges and roads.

Coordinated work with other Divisions and published the Scenic Roads and Parkways report.

Prepared the "1965 Needs Study Report" covering all Missouri roads and streets.

Coordinated the work with other divisions necessary in developing the recommended landscaping program and in making the survey on junkyards on Missouri's Interstate and Primary routes.

Status of the State Highway System

System	Road Miles	Cost
Major	7,386.8	\$ 799,436,422
Interstate	595.1	529,267,151
Traffic Relief	422.0	95,806,646
Park Connections	163.7	3,146,831
Additional 300-mile	303.6	13,798,584
Supplementary	22,632.8	370,973,379
Totals	31,504.0	\$1,812,429,013

Mileage by Types

Type	Road Miles
Oiled Earth	573.7
Granular	4,835.8
Low Type Bituminous	20,038.9
High Type Bituminous	2,445.3
Concrete	3,610.3
Total Miles	31,504.0

LEGAL

During 1965 the Chief Counsel filed condemnation proceedings involving 918 separate tracts of land.

A total of 106 jury trials was completed, but many others were commenced with settlement made during the trial.

Thirty-two applications were filed before the Public Service Commission involving crossings of railroads by state highways either at grade or by grade separation, and 22 such hearings were conducted.

Collection was effected in 1424 claims for damage to Commission property of a total of \$169,753.95.

Twelve suits were filed against the Commission for a wide variety of reasons.

There were 25 decisions rendered by the appellate courts of the state involving the Commission, including several of major importance. In two cases determined by the Supreme Court, the Pitti and Brockfeld cases, the position of the Commission that outer roadways on the Interstate System are part of the main highway and that access to such roadways was access to the Interstate route was sustained.

A total of \$679,364.80 was recovered during the year from excess awards by commissioners.

Disposition was effected in a total of 744 cases through the year, and the total number of cases pending was reduced.

This office also collected \$2,171,000 from oil companies and contractors for violation of the state antitrust laws, and further collections are expected to be made during 1966.

Settlement was affected with another company involved in the fabricated steel antitrust litigation.

Suit was brought against several salt companies for allegedly having fixed prices on rock salt acquired by the Commission for ice and snow removal, and settlement is expected to be effected at an early date with some of these companies.

MAINTENANCE AND TRAFFIC

During the year the Traffic Division was combined with the Maintenance Division. It is now designated as the Maintenance and Traffic Division. Bridge Maintenance, which formerly was financed from Maintenance funds with the work supervised by the Division of Bridges, also has been made a functional part of this Division.

Striping operations provided for approximately 23,000 miles of centerline striping; an

continued

YEAR

IN REVIEW continued

equivalent of 3,800 miles of yellow striping was placed for "No Passing" zones.

A total of 430,000 gallons of yellow, white and black paint along with 2,500,000 pounds of reflective beads were used for the striping operations.

Signing of approximately 1,400 miles of the Ozark Trail was completed during the latter part of the summer.

The Traffic Signal Program made fair progress during the past year, resulting in 19 temporary signals being installed, and a total of 64 signal locations being modified.

Sixty-seven school crossing contracts with 40 different cities were negotiated.

Six model traffic ordinances were processed and approved, bringing the total to 334 cities who have adopted traffic ordinances based on the model ordinance—or who have ordinances approved by the Department.

Speed studies were made on city streets maintained by the Commission in 50 cities along with 23 sections of state highways outside of incorporated areas.

A total of 23,964 accident reports were analyzed and coded for data processing. The accident locations were spotted on county maps for reference, and possible corrective action.

Bridge maintenance personnel made annual routine maintenance inspections on 5,739 bridges. During the year we contracted for the sandblasting and painting of several major bridges including the Jefferson Barracks Bridge over the Mississippi River in St. Louis County, the Lewis Bridge over the Missouri River in St. Charles County, and smaller bridges in St. Louis County on the Daniel Boone Expressway (Route 40) over Clayton Avenue. In Jackson County contract cleaning and painting was done on six smaller bridges on U.S. Routes 40 and 24.

Major repairs were made to bridges on U.S. Route 67 in Butler county over Black River; Missouri Route 7 in Benton county over the Osage River, and to a bridge over a creek on Route B in St. Clair county. These three bridges were wrecked by trucks either hitting the bridge, or being overloaded and overstressing the bridge.

On January 1, 1965 the Department had under maintenance 32,310.9 miles of state highways. During the year 254.1 miles of additional state highways were placed under maintenance, making 32,565 miles under maintenance as of December 31, 1965.

The increased cost of labor, materials and equipment together with additional mileage of highways, in particular the Interstate routes, accounted for an increase in Maintenance and Traffic expenditures of \$2,206,622.33 over 1964. The total cost of Maintenance and Traffic for 1965 was \$39,318,557.40.

During the year 72,592 overdimension and/or overweight permits were issued.

MATERIALS AND RESEARCH

To insure a satisfactory standard of quality required by state and federal regulations in the construction and maintenance of our highways and bridges, the Division of Materials and Research maintains inspection and testing services at sources of production and in the Headquarters Laboratory in Jefferson City.

This, as well as other phases of our work including soil and material surveys and research, has increased in proportion to the expanded program.

Shipment of the principal materials were as follows:

Cement—4,301,462 barrels; concrete aggregate—2,562,560 tons; bituminous aggregate—1,042,034 tons; surfacing and base aggregate—8,295,932 tons; reinforcing steel—42,424 tons; culvert pipe and arches—484,888 linear feet; lumber and square posts—860,288 board measure feet; piling and round posts—13,460 linear feet; paint—496,281 gallons; bituminous material—100,994,503 gallons.

A total of 42,687 samples were processed by the laboratories of which 2,096 required special investigational tests.

PERSONNEL

During 1965 an up-to-date job specification for each position in the Department and a revised wage and salary administration program, including a new wage and salary schedule, was adopted. This was the result of a recently completed job evaluation study, which consisted of a detailed study of all jobs in the Department.

This year a new uniform system of evaluating employees' performances was initiated. Employees' performances are reviewed annually prior to the month of their employment anniversary.

On December 31, 1965, the Department had 6,052 salaried employees considered as full-time employees. This is a decrease of 106 over the number of salaried employees as of December, 1964. Wage employees are considered as part-time employees. Part-time employment varies according to seasonal work and emergency maintenance requirements.

During the year 23 engineering graduates were secured through an on-campus recruiting program at colleges and universities in Missouri and neighboring states. Engineering graduates employed or re-employed through other sources during the year increased this number to 55.

The "Co-Operative Civil Engineer Training Program" is a program which enables qualified high school graduates to achieve a degree in civil engineering. Due to financial problems, these students might not otherwise be able to further their education.

The program entered its eleventh year in 1965. It is sponsored by the Missouri State Highway Commission and is operated in conjunction with the University of Missouri at Columbia and Rolla.

Currently, 28 students are taking advantage of this educational program. A total of 195 participants have been selected to the program since its inauguration in 1955.

The Highway Employees' Retirement Program, designed to allow employees to retire at a reasonable age with a moderate income, creates a feeling of a security for the employees of the Department. It also creates an opportunity for younger employees to advance within the organization.

Currently 594 former Department employees are receiving monthly benefits from the Retirement Program. The 73rd General Assembly amended the law governing the Highway Employees' Retirement System so that employees contribute and receive computed benefits on earnings not exceeding \$10,000 per year. Previously, a \$7,500 limitation had been placed on earnings on which an employee could contribute or receive benefits.

PUBLIC INFORMATION

Meeting the public's right and desire to know more about Missouri's highway program takes many forms.

During the year these forms included more

than 400 general news releases, writing 20 major speeches, preparing and distributing the HIGHWAY NEWS (9,000 copies monthly), the Department's annual report (10,000 copies), and 800 copies of a twice-monthly road condition report plus twice-daily reports during inclement weather.

The division also distributed a half-million copies of the official state highway map and arranged for another half-million to be distributed from the Missouri building at the New York's World's Fair.

It continued its clipping service to keep Department administrative and engineering officials informed of newspaper comment and coverage of highway matters, and it supervised the annual Service Awards programs, the Missouri State Fair exhibit and the production of two Department movies.

Special brochures on highway dedications and other subjects also were prepared and distributed.

RIGHT OF WAY

During 1965 the cost of right of way acquired for highway construction totalled \$26,377,735.77.

The Department acquired 3921 parcels—3186 by negotiation and 735 by condemnation, or 81 percent by negotiation and 19 percent by condemnation.

There were 944 parcels acquired on the Interstate system—790 by negotiation and 154 by condemnation. That is 84 percent by negotiation and 16 percent by condemnation.

During the year the Right of Way Division appraised and reviewed 4016 parcels. Two separate appraisals were prepared on 63 percent of the parcels involved, making a total of 6556 appraisals handled and reviewed by the Right of Way Division. This is an average of 335 parcels per month, or 546 separate appraisals per month.

The sale of improvements on right of way acquired for highway construction and from sale of excess property totaled \$429,873.62.

Rental on advance acquisitions resulted in an income of \$499,485.54 and \$21,070.30 was derived from miscellaneous sources.

Collections from contracts with political subdivisions for their participation in right of way costs amounted to \$1,042,627.90.

continued

YEAR

IN REVIEW continued

SURVEYS AND PLANS

Construction projects for the Interstate, Primary and Supplementary Systems, including Urban extensions, costing \$105,689,817 and covering 500.7 miles were placed under contract during 1965.

The Interstate System received the largest share of the work with \$47,928,145 of work on 95.5 miles being placed under contract.

Contracts for major system projects totaled \$38,223,707 for 198.3 miles and construction improvements on the Supplementary System consisted of 206.9 miles costing \$19,537,965.

In addition to the above-listed construction, 1,171 miles of Supplementary System routes were oil-surface treated by State Highway Department forces at a cost of \$2,118,780 and one improvement on the Supplementary System was approved for construction by state forces at a cost of \$5,736.

The overall total for construction obligations thus becomes \$107,808,597.37 for 1,677.762 miles.

Other contracts awarded during the year financed with Maintenance funds consisted of 185.2 miles of maintenance seal coat and bridge resurfacing work costing \$692,262.

Preliminary engineering contracts amounting to \$1,499,862 were awarded to various consultant engineering firms during the year for surveys and design work, including bridge designs.

Reconnaissance studies were completed for approximately 155 miles of Interstate and Primary System highways that are scheduled for future improvements.

CART FUND PROGRAM

In 1965 all counties in the state participated in the County Aid Road Trust Fund Program. The counties were reimbursed \$4,102,756, which included \$3,445,956 for work approved under the 1965 program and \$656,799 for work approved under the 1964 program and completed during the 1965 calendar year.

Approximately 71.5 percent of funds reimbursed was used for maintenance. (Because there are no deadlines, payments are carried into the next calendar year for work begun but not completed by December 31.)

URBAN SECTION

The Urban Section collaborated with the

Division of Highway Planning in comprehensive traffic studies in Springfield, Sikeston and Moberly.

Reconnaissance studies were made in a number of urban areas together with the general routine consisting of review of strip maps, preparation of preliminary design of interchanges, and other special design problems in urban areas.

COMPUTER PROGRAMMING UNIT

During the year, 60 new programs were prepared. The data processed consisted of approximately 914 miles of earthwork volume computations, 342 geometric and interchange problems, bridge design computations, bid tabulations, 293 critical path problems, traffic assignments, Bureau of Public Roads transactions, and asphaltic concrete wedge quantities.

PHOTOGRAMMETRIC UNIT

Aerial photography covering about 300 miles of highways was made for reconnaissance studies, topographic and planimetric planning, traffic studies and for exhibits in right of way condemnation cases.

Planimetric and topographic maps for approximately 195 miles of highways were compiled from aerial photographs by the use of stereo-plotting equipment.

Base line traverse surveys for approximately 100 miles of highways were measured with an electronic distance measuring system.

GENERAL

Eleven lettings were held during the year.

Examination of the 1,058 bids received on 216 jobs (projects or combinations of projects) reveals the following statistics and trends:

Average number of bids per job—4.9.

Number of jobs on which bids were rejected—17.

Low bids averaged 8.1 percent below the engineers' estimate.

In 1965 there was again an increase in hourly wages, materials costs, and equipment costs; however the Composite Cost Index for grading, surfacing, and structure averaged out to the same level of 102 (1957-1959 average=100) as was experienced in 1964.

The total amount of work placed under contract in 1965 was less than the 1964 total but the above statistics show an increase in competition with resultant favorable bids.

Receipts AND Disbursements

RECEIPTS

HIGHWAY USERS' TAXES

Motor Vehicle License Fees	\$ 49,150,677.03	
Motor Bus Fees	51,835.00	
Motor Truck Fees	605,785.00	
Gasoline Tax Receipts	74,680,588.11	
Motor Vehicle Use Tax	3,433,104.30	
User Tax (Diesel Fuel)	4,163,684.73	
Drivers' License Fees	1,993,856.29	134,079,530.46

INCIDENTAL RECEIPTS

Sale of Blueprints	36,533.99	
Refunds	5,439,936.02	
Civil Subdivision Refunds	1,046,891.05	
Miscellaneous Collections	470,447.26	6,993,808.32

FEDERAL AID REFUNDS

\$ 93,358,798.57	93,358,798.57
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TOTAL RECEIPTS

\$234,432,137.35

DISBURSEMENTS

DISBURSEMENTS

Construction	169,253,931.94	
Maintenance	39,318,557.40	
Other State Departments	11,601,234.17	
Gas Tax Refunds	7,448,514.34	
Administration	7,156,297.95	
Building Additions	1,203,796.60	
TOTAL DISBURSEMENTS		\$235,982,332.40

He's not afraid to go back

Don Rohrbach believes
the job of a negotiator
is one of selling, not buying—
selling the Department,
himself and understanding



DON ROHRBACH believes it's part of his
job to check back with property owners
after property has been acquired from them.



EVEN during a mid-morning coffee stop, Rohrbach is likely to wind up discussing right of way problems. Here he advises Mrs. Olaf Bultmann, a restaurant waitress, on some problems cropping up after she and her husband sold their property for new U.S. Route 54.

DON ROHRBACH is a right of way negotiator who's not afraid to go back.

Considering all of the human elements and emotions involved in acquiring highway right of way, that's a tall compliment.

Rohrbach, like the compliment, is tall. He's husky, too, with some 195 pounds filling out his six-foot, two-inch frame. But his weight and height aren't the reasons he isn't afraid to go back to property owners with whom he's negotiated for right of way. It's because of the way he works.

He talked about his job one morning as he drove north up U.S. Route 54 out of Jefferson City, heading back to one of "his" property owners.

"I make it a point to try to go back to see them," he said. "I want to find out how things have worked out for them after the highway has been there for a while. I think we owe that to the people. And it shows them that we're concerned about them."

He grinned broadly. "Understand, now", he said, "that I'm not saying that they all welcome me back with

open arms. Not everyone agrees with the price we offer. Some reject it completely—and sometimes rather strongly, too!

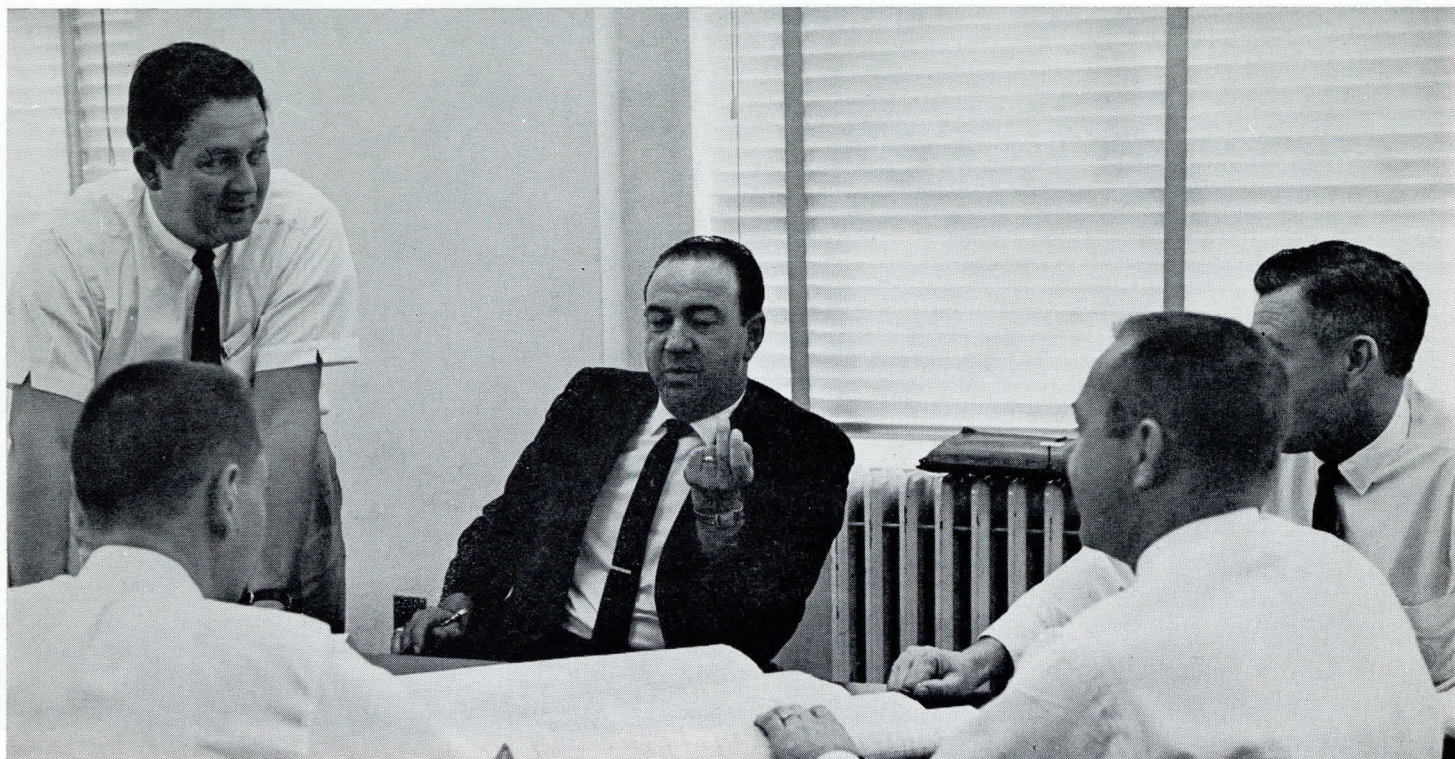
"But we try to conduct our negotiations so that people understand the Department's position even though they may not agree with it."

Sometimes, though, he admitted, he meets people with whom an understanding borders on the impossible. Like the irate farmer—up in Cooper county, for instance, who excitedly waved a piece of barbed wire in Rohrbach's face as he strongly denounced the Department

continued



'We owe owners an explanation



EARLY-MORNING SESSIONS, usually before eight o'clock, give Rohrbach a chance to talk about upcoming work with other men in the office—and to expound on his philosophy of "First, you must sell yourself . . ."

—and, by inference, almost anyone connected with it.

"I finally suggested that perhaps he'd better lay that wire down before he hurt someone," said Rohrbach dryly. "But he didn't realize what he was doing. And, fortunately, such extreme cases are few. Most people will give you a fair hearing."

That's all Rohrbach expects, a chance to explain the Department position, procedures and policies.

"If I fail then," he said, "it falls back on me—except in the few cases of closed minds."

"But," he went on, "that's only a fraction of what the landowner has a right to expect from me or any other negotiator. He has a right to

expect complete honesty and integrity and knowledge of the situation."

To Rohrbach, right of way negotiating isn't buying. It's selling.

"When a negotiator walks up to a property owner," he said, "he's meeting a man who, in all probability, doesn't want to sell his land, his home or his business. So the negotiator must do the selling—sell himself, his job, the Department and its policies and the offer."

As the car sped along a new section of highway Rohrbach pointed to a man walking from a barn toward his house.

"Take that man, for instance," he said. "You can't walk up to him cold, throw a deed in front of him,

quote a price and expect him to sign.

"We usually hit a man where he lives or where he makes a living so we owe him a full explanation of what we're doing and why and how."

And Rohrbach won't bother the owner until he has the facts for a full explanation. That means he reads a lot and he studies plans a lot. And he walks a lot.

He swung the car onto the shoulder and stopped. He pointed out the windshield toward a house about halfway down the hill that fell away below.

"I tromped all over that place," Rohrbach said, "not once but several times. We caused him some prob-

of what we're doing and why and how'



OFFICE visitors with questions to ask receive full explanations.

lems, like cutting off his old access to a field and taking his watering hole down there at the creek.

"So I try to put myself in his place and I try to figure out what I would do."

His ideas on "What to do" are based on good experience. Born in California, Mo., Rohrbach was weaned on the farm equipment business started there by his father. And Don ran it for 10 years, until 1956 when he sold out and joined the Highway Department.

"I sold out to take it easy," Rohrbach laughed. "But my wife kids me now about working harder and longer than I did for myself. That's true in a way but I enjoy the work

and it's certainly a challenge!"

His farm-business experience not only helps Rohrbach in understanding people's problems; it also enables him to talk to people in their terms.

"You could write a book about the do's and don't's for a negotiator," Rohrbach said. "But, in short, he must be a super-salesman, a real estate man, a lawyer, an engineer, a banker, an expert on farming and merchandising and, above all, a communications expert, if he is going to get the job done.

That "communications expert" includes listening, too, not just talking.

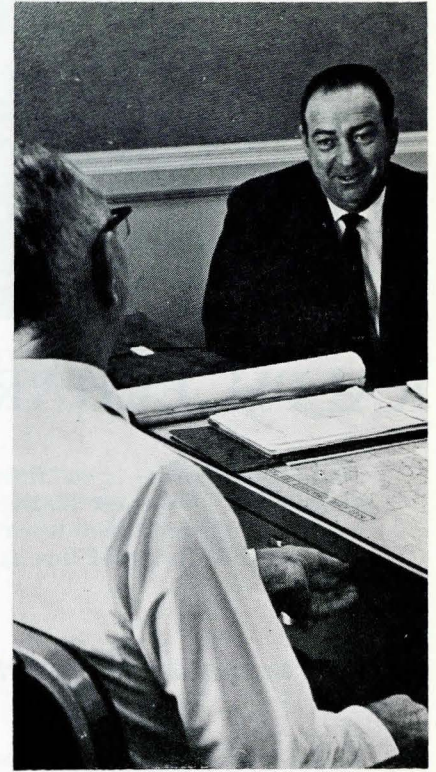
"I talk a lot; I'll admit that," he laughed. "But it's not high-pressure talk. You can't be a one-shot salesman in right of way because your main product is satisfaction. And that means not only satisfaction with the price but satisfaction on the part of the people that they've been dealt with honestly and fairly."

Rohrbach is one of some 160 Department right of way employees (not including secretarial and clerical personnel) who daily work at this people-and-land problem inherent in any highway program.

As District 5 chief negotiator he supervises other negotiators and works with them on the "tough" cases. But in his 10 years in right of way work he's negotiated for tracts of land ranging from one-hundredth of an acre to 53 acres at costs from \$15 to \$130,000.

"But each one, regardless of size and cost, is important to the Department and to the individual," Rohrbach said. "The smallest piece of land is necessary for carrying out the highway design. And that smallest piece may be equally important to the landowner's operations.

"And the way we deal with him determines how he feels about the Department. I try my best to make him a friend."



AT the Main Office, Don visits with P. G. Parrish, Right of Way engineer.

The job of people like Don Rohrbach touches many people. Turn the page for their views

As others see it

BACK

continued



RALPH ERHARDT

Ralph Erhardt is a fireman. He owned two houses, one where he lived and one which he rented. Both of them lay in the right of way for new U.S. Route 54 through Jefferson City.

I've made a new friend

I HAD no idea what to expect when I found out for sure that my property was involved.

We'd lived there about eight years, renting out an apartment in the house where we lived and all of the house next door. I was only a block away from the fire station. My wife was handy to take care of any rental problems that came up and we had planned to build two duplexes on our vacant lots.

It was a perfect set up for us.

But the highway was coming. The appraisers came out and then Don looked over the property before he came back to make the offer.

My wife and I had figured what we thought was a fair price and I had put the figure in my billfold. Don presented the whole picture in a thorough and complete, business-like manner. After he finished there were no questions left to ask except "What's your offer?"

When he stated the offer we were only \$100 apart. And there was no reason to argue over that small a difference.

It seems to me that the hardest thing about Don's job would be just what he had to do with me—separating a man from his home. But he did it by being fair, thorough and friendly.

As for selling my place and having to move, I'd be just as glad if I'd never met Don. But as it has turned out I feel as if I've made a new friend.

CHARLES HOWARD

A Jefferson City lawyer, Charles Howard often represents property owners in right of way cases. He is considered one of the top condemnation lawyers in mid-Missouri.



It all adds up to a hard job

I OFTEN am in violent disagreement with some of the Department's policies. But at the same time I must say that some of the Department's right of way people are some of the finest people I know.

The Department's right of way people, like Don, have a hard job because acquiring property from a man, who in all probability doesn't want to sell, is not a way to win many popularity contests.

Don, for instance, represents someone—the Department—who should be completely fair. He must learn to be completely objective, not to let personal feelings enter into a situation, to stay on an even keel, even when he has provocation to do otherwise.

It's hard to reach this level. He only reaches it by the hard knocks of experience. During these hard knocks he runs into a lot of people who try to "shoot the angles." So he must be careful not to become callous and believe that everyone is trying to do this.

All the while, he must be searching for the truth—the fair market value of the property. And he must bend over backwards to treat people fairly, especially the small landowners.

That all adds up to a hard job.



SHELDON GENTRY

A Jefferson City engineer and real estate developer, Sheldon Gentry has served as a commissioner in right of way cases. He now finds it necessary to be involved in a condemnation suit with the Highway Department over acquisition of some of the land for the new U.S. Route 54.

I differ with policies but . . .

FIRST, I believe that Missouri has one of the finest highway departments in the country. And all of the Department people that I've dealt with have been fair-minded.

They have a job to do—for the Department and for the public—to see that the taxpayer's money is not misspent.

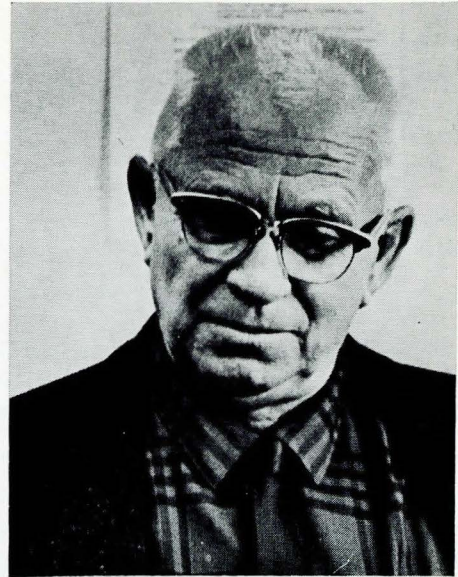
My differences arise primarily from considering the intangible damages to my property. I started buying this land for development about fifteen years ago and I've followed a definite program. This program has included a mobile home business and two service stations, my home and office, and plans for other businesses on this particular land made before the Highway Department decided to relocate U.S. 54 through my area.

Now, the highway's coming will change that program. Real estate development is much like a game of chess. Because of the highway changes I'll have to formulate a new program—and I may have to wait two or three years to see what effect the new highway will have, to see what the best use of the land will be then.

In my business you soon learn that you must have progress and that progress depends primarily on two things—utilities such as water lines and sewer trunk lines and good trafficways and highways.

Now, this progress has involved me. But, even though I differ with some Department policies concerning the method of arriving at a "fair market value" of property taking I try to disagree on a business-like level, not on a personal one.

I have found the Highway Department personnel to be of this same philosophy.



DALLAS PIPAL

For twenty-seven years Dallas Pipal has worked for the Highway Department, the last fifteen as a resident engineer. He lives at Eldon.

Tell them the truth

IN my work I follow these right of way fellows. And they can make my job easy or tough, depending on how the landowners feel after the right of way has been acquired.

If the right of way boys leave a good taste in people's mouth, my job is easier. And, I'm happy to say, they usually do a good job in that respect.

It's hard for people to imagine what the road will look like when it's finished. So anything that we can do to help them see the finished job helps them to understand and to know what we're trying to do. This means telling the owner how he'll be affected, adversely or otherwise.

In other words, he should be given the whole picture.

The worst thing we can run into when we start construction is misinformation. It all boils down to four simple words—Tell them the truth.

That's what Don does. And it makes it easier for me and reflects credit on the whole Department.

continued

BACK

continued

GENE KNIPP

Gene Knipp has been an automobile dealer in Jefferson City since 1957. New U.S. Route 54, riding a high fill, will be built alongside his office and showrooms, taking much of his display and storage lot.



Character counted most

I'D RATHER have given the Highway Department a check for the amount it paid me if I could have been missed. That's how much it affected my business.

But I know that our boys over in Viet Nam aren't getting their "druthers", either. What I mean is that, in this country of ours, often our individual desires must bow to the public good.

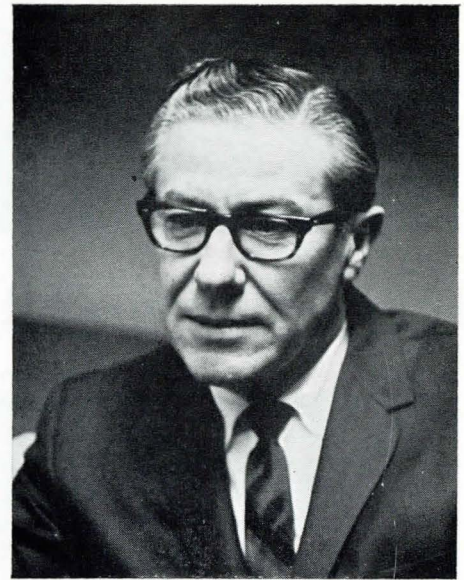
I didn't expect any bouquet of roses when I found out that the highway was coming through here—but what I first thought I should get was certainly a long way from the Department's offer that Don gave me.

I bucked and fought. But I'll say this: These right of way boys do a good job of "conditioning" you!

Seriously, it was all laid out clearly and completely so that I understood the entire situation and what I could expect. And I knew that when Don told me something, that was it, that was the truth.

He came in here, too, when I was unhappy over another situation, not of his doing. But all our negotiations were friendly because of the people, like Don, whom the Department sent.

That had the most effect on me, I think—the character of the people.



JESS LECURU

Jess LeCuru has been in the men's clothing business in Jefferson City for 28 years. As a property-owning citizen, he has served as a commissioner in determining awards in disputed right of way cases.

'If this were my land . . .'

COMMISSIONERS, of course, only come in when the Department and the landowner do not agree on price. A commissioner has to look at both sides, weigh the facts and then make up his mind as to what he thinks is a fair price for the property.

I met Don the first time I served as a commissioner. He did a good job, good from the Department's standpoint and from mine as a commissioner.

The other two commissioners and I, Don, the landowner and his attorney met at the tract in question.

Don laid it all out for us and explained how much the Department was acquiring and we walked over the whole tract. Then the landowner's attorney presented his side.

Don's job looked rough to me but he made it look easy. Several times he could've become angry but he didn't.

The way he presented the facts made it easier for me as a commissioner to decide what I thought was a fair price. It gave me the background to balance with my approach, "If this were my land. . . ."



LEONARD WALDEN, left, and Jack Bennett, District 8 appraisers, inspect a property together to cause the owner as little inconvenience as possible.

What's it worth?

Appraisers dig
for information
in their search for
fair market value

DID you know that the cost for picking grapes in Missouri's Rosati area is about \$72 per acre, based on a four-ton per acre yield?

And that the necessary once-a-year pruning of the vines costs about \$20 per acre. And that tying the vines—based on one tyer covering an acre per day at \$1 an hour—costs about \$8 per year per acre?

Jerry Heard didn't know these facts about grape farming

continued

They inspect in painstaking detail



either—until he made an exhaustive study of the business as a guide to appraising property in the area needed for widening U.S. Route 66 (Interstate Route 44) and bringing it up to Interstate standards.

Jerry is one of six appraisers in the Department's District 8 office at Springfield. His report on grape farming illustrates the detailed lengths that appraisers go to in trying to estimate fair market value for property taken or damaged by right of way acquisition.

One of the methods appraisers use in estimating property value is by comparing sales in an area for the last five years. But this approach wouldn't work in the Rosati area.

"None of the sales," reported Jerry, "could be classified as having a typical good-producing, well-managed vineyard. Therefore, the sales prices, in this appraiser's judgment, did not reflect anywhere near what

the fair market value of a good vineyard would be if exposed for sale on the open market."

So Jerry decided to make a survey of several growers to see what they considered a good vineyard would be worth on the open market.

"Their answers were as varied as the number of individuals interviewed," said Jerry.

He finally concluded that the reason for the lack of good sales indicators and individual estimates was because people owning contract vineyards did not want to sell.

"A good-producing, well-managed contract vineyard provides one of the best sources of agriculture income available for the investment required," he said.

"Vineyards in the Rosati area in general have been in the same families for several generations, being passed on from father to son.

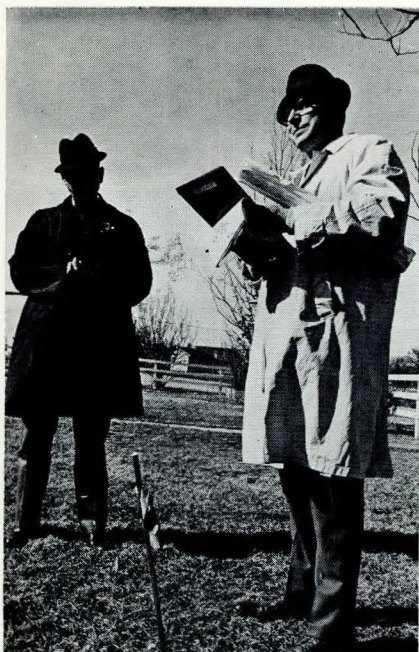
"Grape growing is a way of life

that most of the owners enjoy and they don't want to give it up at any cost until death or ill health forces the issue."

So Jerry started digging for information from other sources to find out just how much this land would be worth. He set out to contact owners and managers of several Rosati vineyards and University of Missouri and Extension personnel.

The result—his long report—is a detailed rundown on the costs and income of Rosati grape farming—from pre-harvest expenses like cover crop planting, pruning, tying, fertilizing, hoeing, discing and spraying through harvest expenses to reserves for replacements, such as plastic containers, picking shears or scissors, water pump for pond, end posts, line posts, trellis wire and plants.

"We know of no single place where such complete, thoroughly



WITH Mrs. Sandford, they start their inspection in the living room (left). After completing the inside, they look over the outside, standing by the right of way marker (above) and jotting down details of a backyard fence.

... inside and outside



investigated information is available," said Rex Preston, District 8 chief appraiser. "It's a classic example of the job we try to do to insure that property owners are offered fair market value for the property we take for right of way."

Preston calls appraising "one of the world's newest professions" and he talks enthusiastically about its importance to Department right of way operations.

"Some people may think that we just 'eyeball' a piece of property and grab a price out of the blue," he says. "But that's about as far from the truth as you can imagine. When our boys finish appraising a property, believe you me, it's been checked out from every angle."

That "every angle" starts with two appraisers assigned to a property.

"They go together to inspect the property," Rex explained, "to cause

the owner as little inconvenience as possible. But after that they go their separate ways so that their reports accurately reflect each man's estimate of the damage to the property and their reasons."

He called to two men starting out the door. "Jack and Leonard are going out this morning," he said. "Why don't you go with them and see how it's done?"

Jack Bennett and Leonard Walden already had started their appraisal by making studies of the economic and land use trend of the entire area where the property was located. And they had dug from courthouse records all sales in the area during the past five years.

"Gathering data on comparable sales is fairly easy in the city," Jack explained as we headed east on Interstate 44 toward Webster County. "But sometimes it's rough out here in the country. You may look

for quite a while to find a comparable sale."

Leonard chipped in. "Yes, you see, where we're going this morning a house is being taken. But we're also going to take their service station and motel. And there aren't many such sales around this area out here away from town."

At the house, a brick ranch style, they were asked in by Mrs. Charles Sandford, and Mr. Sandford came over from the service station nearby. Jack and Leonard explained what they were there for and urged the Sandfords to point out any unusual features of the house which they thought should be considered.

Cradling their clipboards and note paper in one arm and writing with the other, Jack and Leonard, with Mrs. Sandford, went through the house, room by room. Every detail was noted: Floor framing—2" x 12"

continued

Some appraisals may take weeks



REX PRESTON, district chief appraiser, holds a talk session with the six district appraisers. Clockwise, they are John Dennison (back to camera), Jimmy Hollis, Don Eagleburger, Preston, Leonard Walden, Jack Bennett and Jerry Heard. All have completed appraisal courses.

pine on 16" centers; Floors—hardwood; walls and ceiling—plastered and painted; Doors and trim—mahogany door and wood work; Electrical—standard 110- and 220-volt hookup. . .

Outside, the same painstaking details were jotted down: Footings—pouring concrete; Foundation—poured concrete; Exterior walls—brick over tile; Windows—frame, double hung, aluminum screens. . .

And Jack and Leonard tape-measured the outside of the house, a little shed out in back and the white board fence behind the house.

"The most difficult part of the job," they agreed, as they headed back to the office, "is correlating all of the information that we gather from all sources."

"We use three basic approaches in our appraisals," explained Jack. "One is the market data approach, one is cost less depreciation and the third is income, if it applies. We arrive at a figure by each method; each is an indication of value and is

considered in the final estimate of the fair market value."

"And we emphasize 'estimate'," Rex Preston said, back in the office. "But it's an estimate based upon all of the data which we can gather. People make value. We base our estimate on what people have done and are doing in the market."

Jack's and Leonard's appraisals of the value of the Sandford property will be documented and supported in careful detail. Their reports, compiled separately after their combined inspection, will run many pages.

After they are finished, the reports will go to Preston for review. Then he will forward the reports and his recommendation to a reviewing appraiser in the Main Office where the final figure will be approved.

The six appraisers in the District 8 office repeat this process about 250 times a year.

"Depending on the type of property," Rex explained, "they may work as long as two or three weeks on a single property. But when it's

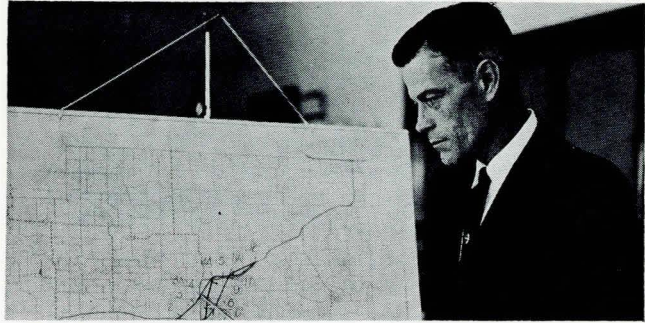
done we feel it's done right. An individual would pay \$150 or more, depending on the time involved, for an appraisal like we make if he contracted for it from a qualified fee appraiser."

"Another important aspect of appraising," he went on, "is the appraisal format used in making the reports. With the information included and the way the report is written a man in New York could read the report and understand how and why the appraiser arrived at his estimate without the New Yorker ever having been in the Ozarks."

More important, to Missourians whose property is being taken, these estimates of value are being made by qualified people who constantly are striving for more education in the appraisal field.

They can know that exhaustive efforts have gone into the report, that the estimates are well-documented and supported—whether the property is a home or a grape vineyard.

QUESTIONS AND THEIR ANSWERS



1. Who picked this location for the highway? And why can't it go somewhere else?

The Department employs trained men who make a reconnaissance survey of a corridor where the general location of a highway is planned. These reconnaissance engineers select a location based on traffic needs correlated with costs of right of way, construction and future maintenance of the highway.

After a tentative location is approved it is advertised, giving the people an opportunity to express their views regarding the proposed location and ask for a public hearing if desired.

If the public demands a hearing, it is recorded and submitted to the Highway Commission which considers the information before it makes a final decision on the location.

2. Do I have to sell to the Department?

Yes. The state has the authority to acquire private property for public use.

There are two ways by which this can be done, the first and preferable method is by negotiated settlement. If negotiations fail, the property may be obtained through legal proceedings as provided by state statutes.

3. Can survey crews enter my land before it's bought?

A survey party is permitted by law to go on private property to survey land needed for public use.

But if the crew damages your property, you are entitled to payment for the damage.

continued

QUESTIONS AND THEIR ANSWERS continued

4. Why does the Department make me only a one-price offer without the usual give-and-take of property transactions?

The amount offered for right of way is determined by competent appraisers, after a thorough study of the entire property, and the effect the road will have on the remainder.

This method of determining value results in one fair market price for the right of way taken and damage to the remainder. It would not be fair—to other landowners nor to the taxpaying public—to deviate from this price.

5. What if I don't think it's fair?

If you think the offer is not fair, you should secure information to justify your position, either by discussion with real estate dealers or by having appraisals made.

We will be glad to discuss any additional information you may have at any time. We want you to be compensated fairly.

6. Who decides what's a "fair price" for my property or damage?

Many people, all trained in their work. But it would be better to discuss **how** the fair price for your property was arrived at, rather than **who** made it.

Actually, it is arrived at through a process of investigation and study. For example, the first step taken by the Department, even before appraisals are made, is to assemble information concerning all sales of property in your community, various building costs, and any other information that will help determine the value of property on this project.

When this is done, well-qualified appraisers make a study of your property and all available information to help determine its value. They will talk to you about your property to learn of any proof of value or facts you may want to point out, which you feel will assist in arriving at a fair value.

When the appraisers have arrived at their independent conclusions, the figures will be reviewed by two separate reviewers to be sure that all facts and proof have been properly considered, and that your offer will be consistent with those of other owners on this project. The reviewers also will talk to you, if any doubt exists, to get your viewpoints.

The final offer will be the results of a study in which you, at least one appraiser (usually two), and two reviewers have participated. To answer your specific question, however, the final conclusion will be made by our division reviewing appraiser who is assigned to your particular area.

His conclusion, however, is controlled by the available facts and proof of value, and is not an arbitrary or personal opinion.

7. Why should I accept the Department's offer when I might get more through condemnation?

You have no assurance that you will receive more money through condemnation. If you do receive more money through condemnation, exceptions to the award normally are filed in court and costs for litigation could cause you to receive less than the offer.

But, of course, the right to appeal to a court is a basic protection for both you and the Department as a representative of the public.

8. Are there any advantages to selling to the Department?

Yes, you save closing costs when you sell to the State Highway Department. These costs are borne by the Department when the right of way is acquired through negotiation.



9. How much time will I have to find another home?

The time allowed to find another home varies with the urgency of the need for the property so the project could be let for construction.

However, you always will be allowed a minimum of 60 days after you receive payment for your property which you sell to the Department.

10. Will the Department help me find another place?

The Department will offer advisory assistance and will furnish you with a list of properties available for sale or rent.

11. How can I buy another place before I'm paid for my old one?

You usually may retain possession of the house you live in for 60 days after payment for the property. If you buy other property before you receive payment, a letter from the Highway Department certifying the amount you will receive normally will be sufficient for realtors and loan companies.

12. Do I have to pay income tax on any difference between what I paid for this place and what I sell it for?

Right of way agents are not at liberty to advise you on tax matters. This question should be referred to your tax consultant.

The Department will be glad to furnish you with a breakdown of the amount paid for your use in determining income tax.

13. What happens to my loan?

All parties that have interest in property must sign a conveyance for the right of way taken.

In a total taking, the loan is paid off and you receive the balance. On partial takings, the consideration will be paid jointly to you and to the loan company. And both of you must agree on division of the money.

GI loan privileges usually are transferred and you may use them to buy other property.

14. My property is ideal for subdivision development. Why am I not paid for its potential worth?

The appraisers not only consider the present use of the property, but the highest and best use to which it might be adapted, which would include the possibility of subdivision.

Our offer is based on the appraisals and is the fair market value of the right of way on today's market.

15. Why doesn't the Department take an entire piece instead of leaving me with a piece too small to use?

The Department acquires right of way for the construction and maintenance of state highways, and we do not acquire more land than is necessary for this purpose. Exceptions are made—but seldom—for unusual circumstances.

If a small piece of land is left outside the right of way, the reduction in value of this land because of its small size and poor location is included as part of the damages offered.

16. The new highway will cut me off from my barn. Why can't the Department build me an underpass or some way to get to my barn. Or at least pay me damages for such roundabout travel?



Underpasses under state highways are very expensive, and in most cases, the cost of the underpass exceeds the damage to the remainder. Also, in most cases where underpasses have been built in the past, the land on one side or the other has been sold, and the underpass becomes useless.

The appraisal of damages includes any loss due to severance of the property, and the owner is paid for the difference in the value of his property caused by the taking for the highway.

17. Why must I pay real estate taxes for a full year even after I've deeded the land to the Department? And why must I pay taxes on my entire tract when part of it has been taken?

Real estate taxes are assessed to the person who owns the land on the first day of January each year, and the owner at that time is responsible for payment of the taxes.

If right of way is acquired from the property at some time during the year, the owner should take the matter up with his tax assessor and see if some reduction can be made in the taxes.

There is no prorating of taxes, such as is usually done in private transactions, because the Department pays no taxes on the property it acquires.

18. Why does it take 30 to 45 days after deeding the property before I receive my check?

After a right of way deed is signed, it is forwarded to the Main Office in Jefferson City for approval and payment. The approval of the payment must be made by the Missouri State Highway Commission, and the Commission meets once a month. Therefore, there may be several days delay in securing the proper approval.

After approval, the payroll for the payment is submitted to the state treasurer and will be paid as soon as possible after it reaches the Treasurer's office. Most checks in payment for right of way are received within 30 days after the deed is executed.

However, this time period depends on the time of the month the payroll for the deed is submitted to the office in Jefferson City.



SUMMING UP **THE FINE LINE**



THE STATE HIGHWAY DEPARTMENT is by far the largest single land buyer in Missouri; last year it acquired more than 3,921 tracts at a cost of about \$26 million.

With a right of way program of this size, the Department directly touches the lives of thousands of Missourians and their homes, farms or businesses. Acquiring land for highways often uproots many people from their homes, inconveniences many more and damages the property of still others.

These factors—these ties of people to land and home—make right of way acquisition the most sensitive of all road building operations. They place on the Department an obligation to be fair, considerate and compassionate with the people from whom it must take or damage property.

BUT this obligation is two-sided. That other side is the necessity of building and improving state highways as fast and as efficiently as possible.

Traffic grows steadily each year so in the public interest Missouri's state road program must be pushed ahead without delay. Swift and orderly right of way acquisition is a must if this goal is to be reached.

This two-sided obligation leaves a fine line for the Department to walk. On one side the individual owner must receive every possible consideration when his land must be taken. On the other side the highway program must move ahead steadily for the benefit of the general public.

Today's right of way problems came with yesterday's history. Back in 1921, when Missouri's basic state road network was being established under the Centennial Road Law, the motor vehicle was just clattering its way onto the national scene. The "horseless carriage" had been firmly accepted by the public as a sound method of transportation.

And the vehicles, for that day, weren't bad at all. They would get you there and get you back—if there was a road.

But few roads were suitable for motor vehicle travel, particularly in bad weather. Most of Missouri's highways were dirt; or dust or mud, depending on whether dry air or water was mixed with it.

With such roads, people welcomed the building of hard-surfaced, all-weather roads so they could drive their automobiles year-round, regardless of weather.

In only eight years in the 1920s, the people voted a two-cent per gallon tax on gasoline and approved two bond issues totaling \$135 million for roadbuilding. "Get Missouri Out of the Mud" was the battle cry, and people responded to the call with enthusiasm.

Obtaining right of way on which to build these early highways was no problem. Anxious to get roads to their areas, people willingly donated the land to the Highway Department. In fact, most of Missouri's highways built under the 1921 Centennial Road Law were constructed on land given by individuals or local subdivisions of government.

TODAY the situation is entirely different. Most people still want modern highways—but on someone else's land.

This switch in attitude is understandable. Motorists now have been out of the mud for many years. They can get to and from where they want to go 365 days a year except in rare periods of severe flooding or snow and ice storms.

Right of way seldom is donated for state roadbuilding. People want to be compensated now for their land and property—again, understandably. Their claim for compensation is recognized by both

the federal and state constitutions, which insure just payment to owners whose private property is affected by state highway improvements.

THE State Highway Department is no cold-blooded, land-grabbing agency, eager to seize people's property at cheap prices. To some people, "right of way" may be just an abstract phrase meaning property on which highways will be built. That's true, as far as it goes, but the Missouri State Highway Department recognizes a much deeper meaning than that.

We try to keep in mind that "right of way" which we must acquire may represent a person's home in which he has lived a life-time and raised his family; it may mean a business from which he earns his living; it may be an industrial plant in which hundreds of people work; it may mean a farm which a man and his forefathers have tilled for generations; it may be income property in which a prudent person has invested to make a fair return; or it may be a church where people worship.

The State Highway Department does not delight in having to acquire anyone's property because we know this often disrupts and works hardships on the lives of many people. At the same time, we realize we have the obligation to provide safe and efficient highways for the benefit of the millions of people—including these property owners—who use and depend on them.

We must keep the highway program moving ahead but we must do it with maximum fairness to all involved.

This is today's problem of right of way, the fine line the Department must walk—just payment to the individual property owner and full return to the taxpayer for his investment in highways for Missouri.

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